C.C. 66 MLH/80

CITY OF VANCOUVER

MEMORANDUM

From: *CITY CLERK*

Date: 1982 SEPTEMBER 29

To: DIRECTOR OF PLANNING*

Refer File: 8038-1

Subject: CITY EXPECTATIONS FOR BC PLACE IMPACT ASSESSMENT

I wish to inform you that Vancouver City Council, at its meeting on Tuesday September 28, 1982 approved the recommendations of the Standing Committee on Planning and Development as contained in the attached clause of its report dated September 16, 1982.

DEPUTY CITY CLERK

MLCross:sj
Att.

*NOTE to Director of Planning:

It is presumed you will advise all affected parties.

Part Report to Council
Standing Committee of Council
on Planning and Development
September 16, 1982

City Expectations for B.C. Place Impact Assessment

The Committee considered a report of the City Manager dated September 14th, 1982 (on file in the City Clerk's Office) in which the Director of Planning, in consultation with the Director of Social Planning, City Engineer and the General Manager, Park Board, outlines the City staff expectations for the assessment of off-site impacts of the proposed B.C. Place development. The report recommends adoption of the staff expectations as the City's position and recommends a process for further consultation with the public on this issue. The report does not deal with the impacts of Expo '86.

An impact assessment of the proposed B.C. Place development should explore how the social, physical and economic environment of primarily the core area of Vancouver may be changed, both positively and negatively, by the development. The focus should be on:

(a) those impact areas where more information may lead to changes in the shape of the development (uses, distribution of uses, density, form of development) to reduce any off-site adverse impacts
(b) those impact areas where more information may help to determine appropriate off-site remedial measures.

For these objectives to be achieved, a related series of specific issue-oriented impact studies appears to offer far greater benefit than a single all encompassing environmental impact study.

The following specific impact areas should be examined:

- housing
- transportation
- public services/facilities and parks
- commercial (office, hotel, retail)
- fiscal impact on the City
- environment (air, noise and water)

The nature of analysis for each of the above-noted studies should include:

- a statement of assumptions
- a statement of existing off-site conditions
- an identification of the anticipated changes
- a description and evaluation of the signficance of the impacts
- an identification of measures to mitigate negative impacts
- a statement of unavoidable negative impacts

Appendix I of the Manager's Report contains draft study outlines for each of the above-noted specific impact areas. It is noted a good deal of work has already been completed with respect to transportation.

B.C. Place has acknowledged the responsibility for undertaking the impact assessment. City staff will contribute to the actual work in the various studies, providing some baseline data, and expect to be consulted on assumptions and the feasibility of various alternative measures identified to reduce any significant adverse impacts.

The City should be given the opportunity to review and recommend on the final terms of reference. The results of the impact assessment will be evaluated in depth by City staff.

The B.C. Place Citizens' Advisory Committee indicated in its Progress Report #4 that residents of older, established inner City neighbourhoods are concerned with urgent issues such as

- displacement of citizens through demolition or restructuring of existing accommodation (off-site) in addition to the on-going urgent need for housing
- the impact of Stadium and B.C. Place traffic on their already crowded streets
- the need for public parks and open space in the east end, generally, and in Mount Pleasant, Strathcona and Grandview-Woodland specifically.

The Committee felt there should be some general agreement about the terms of reference under which the impact studies will be commissioned and that the terms of reference should be made public as soon as possible and time should be allowed for public discussion. Various other citizen groups and individuals have voiced similar concerns and opinions.

B.C. Place officials have indicated that they will present a revised concept plan, including a social impacts and benefits study, no later than December so that the first phases of their development might proceed early in 1983.

After discussion, the Committee

RECOMMENDED

A. THAT Council adopt this report as the City expectations for the assessment of off-site impacts of the proposed B.C. Place development, and indicate to B.C. Place officials that this is the City's initial position on this matter.

B. THAT Council request City staff to distribute this report and invite public comment, including contacting the following "outside" boards and commissions:

- B.C. Place Citizens' Advisory Committee
- Greater Vancouver Regional District
- Library Board
- Park Board
- School Board
- Vancouver City Planning Commission
- Police Commission.

C. THAT Council request B.C. Place to provide the opportunity for the City to review and recommend on the final terms of reference for the impact assessment to ensure the City's expectations are fulfulled

D. THAT Council request City staff to report back by the end of October with an analysis of public comment on the issues raised in this report

E. THAT the following recommendations of the B.C. Place Citizens' Advisory Committee be approved:

'THAT the Citizens Advisory Committee on B.C. Place urges that the final terms of reference used for B.C. Place impact assessment represent the outcome of a co-operative procedure between B.C. Place and the City;'

and

'THAT the Citizens Advisory Committee on B.C. Place recognizes that it is of critical importance that impact studies be thorough and complete and that planning schedules be adjusted accordingly.'

(Alderman Yorke wished to be recorded as opposed to Recommendation C)

* * * *

The meeting adjourned at approximately 6:20 p.m.

SUPPORTS ITEM NO. 4
PLANNING AND DEVELOPMENT
AGENDA - SEPT. 16, 1982

MANAGER'S REPORT

DATE September 14, 1982

TO: Standing Committee on Planning and Development

SUBJECT: City Expectations for BC Place Impact Assessment

CLASSIFICATION: RECOMMENDATION

The Director of Planning, in consultation with the Director of Social Planning, City Engineer, and the General Manager of the Park Board, reports as follows:

"I. BACKGROUND AND PURPOSE

Ever since the B.C. Place development was announced there has been a growing recognition that this development would produce significant social, physical and economic changes to the areas surrounding the north and east False Creek lands. In the B.C. Place Issues Paper (June 16, 1982), the City position stated that there was a clear need for both the City and B.C. Place to identify and resolve the most critical areas of impact, and that there should be an explicit strategy for dealing with these impacts, developed with full opportunity for public input. An evaluation of an impact study would be part of the City's evaluation of the development concept.

In a letter to Council, dated July 6, 1982, Mr. Gil Hardman, President of British Columbia Place, indicated that B.C. Place would commission a social impact and benefits study for presentation with the revised plan.

The purpose of this report is to outline City staff expectations for the assessment of off-site impacts of the proposed B.C. Place development, recommend their adoption as the City position, and recommend a process for consulting the public further on this issue.

This report does not deal with the impacts of Expo '86. The assessment of the impacts associated with the staging of the 5½-month world's fair are being discussed with Expo officials and will be the subject of subsequent reports to Council.

II. STUDY OBJECTIVES

An impact assessment of the proposed B.C. Place development should explore how the social, physical and economic environment of primarily the core area of Vancouver may be changed, both positively and negatively, by the development. The focus, however, should be on:

(1) those impact areas where more information may lead to changes in the shape of the development (uses, distribution of uses, density, form of development) to reduce any off-site adverse impacts;

(2) those impact areas where more information may help to determine appropriate off-site remedial measures.

III. STUDY APPROACH

For these objectives to be achieved, a related series of specific issue-oriented impact studies appears to offer far greater benefit and have a better chance of being understood than a single all-encompassing environmental impact study. Within a specific issue area, such as transportation, geographic communities (e.g. Mt. Pleasant or the West End) and interest group (e.g. low-income persons or retail merchants) considerations could be dealt with. The conclusions of these studies should not only be presented in functional terms, but also on both a geographic and interest group basis. This is to ensure that major impacts on either geographic areas or a subset of citizens are not 'averaged out'.

The studies should be a concurrent part of the preparation and evaluation of alternative development plans or plan components, and not simply an elaboration of an already determined conclusion.

The studies should be carried out by a consultant who would bring in various sub-consultants with the required specific expertise. Co-ordination of the studies is necessary to ensure that interrelationships and collective impacts are adequately examined.

IV. STUDY CONTENTS

The impact studies should include consideration of an appropriate range of land uses, their distribution and floor space and unit densities in B.C. Place's revised concept plan. They should include all those elements for which B.C.Place officials will be asking Council adoption or endorsement, regardless of the legal or political form this may take (e.g. Official Development Plan, Area Development Plan, unofficial Concept Plan, 'memorandum of understanding', etc.).

The following specific impact areas should be examined:

(1) Housing
(2) Transportation
(3) Public Services/Facilities and Parks
(4) Commercial (Office, Hotel, Retail)
(5) Fiscal Impact on the City
(6) Environment (Air, Noise and Water)

It should be noted that urban design impacts are seen by City staff as an integral part of the planning and design efforts being undertaken by the B.C. Place design team. The analysis of the impacts on the attractiveness and livability of areas adjacent to B.C. Place are considered part of the same exercise when those issues are being dealt with on-site. The City's objectives relating to this issue are contained in both the Development Objectives adopted by Council on April 6, 1982, and in the Issues Paper. In addition, Council has indicated to B.C. Place that senior civic officials, including the Director of Planning and City Engineer, would make themselves available to work with the B.C. Place design team, as appropriate, and would also form a staff review committee to provide ongoing liaison and input.

The nature of analysis for each of the above-noted studies should include:

1. A Statement of Assumptions. Differing development scenarios should be considered, including different levels of development. Also, a range of levels of service for such elements as road capacities and social and recreation services should be considered. The assumptions made regarding development parameters and the criteria for levels of service should be clearly stated.

2. A Statement of Existing Off-Site Conditions. Baseline data about the surrounding areas need to be gathered. The current off-site social, physical and economic characteristics need to be stated, along with the rates of change in those characteristics.

3. An Identification of the Anticipated Changes. In objective terms, the anticipated changes which would occur with or without the proposed development should be identified. Where there are significant differences between the City's and B.C. Place's development concepts or criteria for levels of services, the analysis should not only consider the potential changes from the existing baseline, but also a comparison of the impacts relative to each other.

4. A Description and Evaluation of the Significance of the Impacts. An assessment must be made relating the impacts to local area/neighbourhood and City-wide conditions and priorities.

5. An Identification of Measures to Mitigate Negative Impacts. Various alternative measures for reducing the negative effects of the development need to be identified. These could include both ways to change the design, locational or functional features of the proposed development, or off-site improvements which could be made.

6. A Statement of Unavoidable Negative Impacts.

Attached in Appendix I are draft study outlines for each of the above-noted specific impact areas. It is noted that a good deal of work has already been completed with respect to transportation.

V. CITY STAFF INVOLVEMENT

The responsibility for undertaking the impact assessment should rest with B.C. Place, which they have acknowledged. City staff expect to contribute to the actual work in the various studies, providing some baseline data, and being consulted on assumptions and the feasibility of various alternative measures identified to reduce any significant adverse impacts.

The City should be given the opportunity to review and recommend on the final terms of reference.

The results of the impact assessment will be evaluated in depth by City staff.

VI. PUBLIC CONSULTATION

In its Progress Report #4, the B.C. Place Citizens' Advisory Committee indicated that 'the residents of older, established inner-city neighbourhoods are enduring a constant state of anxiety, and there is no way, while that condition exists, that they will contemplate proposals that do not concern themselves with their urgent issues'. The Report noted that these issues were mainly:

(a) displacement of citizens through demolition or restructuring of existing accommodation (off-site) in addition to the ongoing urgent need for housing;

(b) the impact of stadium and B.C. Place traffic on their already crowded streets;

(c) the need for public parks and open space in the east end, generally, and in Mount Pleasant, Strathcona and Grandview-Woodland specifically.

In a subsequent letter to Council, dated July 23, the Citizens' Advisory Committee advised that 'there should be some general agreement about the terms of reference under which these (impact) studies will be commissioned, that the terms of reference should be made public as soon as possible, and time (should) be allowed for public discussion.'

Various other citizen groups and individuals have voiced similar concerns and opinions.

Your officials believe that to provide the public with opportunities to respond and contribute to the planning process while the plan is being revised and the impact studies are being undertaken, rather than afterwards, is likely to be more conducive to a more sensitive solution and a more constructive public response.

Your officials recommend that copies of this report be distributed to all citizens and citizens' groups (who have previously expressed an interest in impact studies) with an indication that City staff would be available to attend their meetings to receive comments. This report should also be sent to 'outside' boards and commissions for comment.

VII. TIMETABLE

B.C. Place officials have said that they will present a revised concept plan, including a social impacts and benefits study, no later than December, so that the first phases of their development might proceed early in 1983.

Accordingly, your officials recommend that this report be sent to B.C. Place now as the City's initial position on impact assessment. This would enable B.C. Place to proceed with the hiring of consultants and drawing up of basic terms of reference.

Subsequent to the distribution of this report to local communities, meetings with local organizations, and receipt of any briefs or submissions, City staff will report back to Council. The conclusions of this second report could then be sent to B.C. Place as the City's second submission of 'expectations'. This second report would be presented to Council no later than the end of October.

VIII. RECOMMENDATIONS

Your officials recommend THAT:

A. Council adopt this report as the City expectations for the assessment of off-site impacts of the proposed B.C. Place development, and indicate to B.C. Place officials that this is the City's initial position on this matter.

B. Council request City staff to distribute this report and invite public comment, including contacting the following 'outside' boards and commissions:

(1) B.C. Place Citizens' Advisory Committee
(2) Greater Vancouver Regional District
(3) Library Board
(4) Park Board
(5) School Board
(6) Vancouver City Planning Commission
(7) Police Commission

C. Council request B.C. Place to provide the opportunity for the City to review and recommend on the final terms of reference for the impact assessment.

D. Council request City staff to report back by the end of October with an analysis of public comment on the issues raised on this report."

The City Manager RECOMMENDS that the above recommendations be approved.

APPENDIX I

STUDY OUTLINES FOR SPECIFIC ISSUES TO BE ADDRESSED IN THE IMPACT ASSESSMENT OF B.C. PLACE:

1. HOUSING
2. TRANSPORTATION
3. PUBLIC SERVICES/FACILITIES AND PARKS
4. COMMERCIAL (OFFICE, HOTEL, RETAIL)
5. FISCAL IMPACT ON THE CITY
6. ENVIRONMENT (AIR, NOISE, WATER)

1. HOUSING

A. PURPOSE OF THE STUDY

1) to examine the types and amount of market low income housing in the surrounding neighbourhoods, primarily residential hotels and rooming houses, that have been or may likely be affected by the B.C. Place development.

2) to determine the degree of displacement of low and middle income residents.

3) to devise strategies to reduce the degree of displacement and to ameliorate the impact of displacement.

B. STUDIES ALREADY UNDERTAKEN

1. Housing Market Study-B.C.Place. Urbanics Consultants Ltd. 1981.

2. A Survey of Downtown and Downtown Eastside Vacancy and Rental Rates, 1980. Social Planning Department.

3. A Survey of Downtown and Downtown Eastside Vacancy and Rental Rates, 1981. Social Planning Department.

4. A Social Profile of Residents and Housing Characteristics of the Downtown South Area of Vancouver, 1982. Social Planning Department.

5. Downtown Hotel and Rooming House Survey, Granville to Carrall Streets. June 1982. Gordon Ritchie, School of Social Work,

6. Downtown Eastside Hotel and Rooming House Survey, 1982. First United Church.

C. CURRENT STATUS

It is noted that, over the past few years, a number of hotels and rooming houses in the Downtown and Downtown Eastside areas which is the main source of affordable housing in those neighbourhoods have been either demolished, renovated or converted to other uses. Many community groups have expressed their concerns about residents being displaced and the effect on the social fabric of those neighbourhoods. The significant factors causing tenants dislocation and their relationship to the development activities of B.C. Place require careful assessment.

The various studies listed above touched on several aspects related to the nature of affordable housing and characteristics of the residents in the Downtown and Downtown Eastside. However, data concerning displacement of residents is sketchy and must be addressed in a thorough and comprehensive manner. It is also important to identify ameliorative measures and policy actions required to minimize these negative impacts.

D. QUESTIONS

1) What has been and will be the effect of B.C. Place on the existing stock of low and moderate income housing in the surrounding neighbourhoods?

2) Has there been an escalation in the depletion of low and moderate income housing since the announcement of B.C. Place, in what ways, and how much of it can reasonably be attributed to B.C.Place?

3) What types of housing have been and may be affected the most, and where are they located?

4) How many long term residents have been and may be displaced from the established hotels and rooming houses, and what housing alternatives are available to them?

5) What are the factors influencing the loss of low and moderate income housing, relating to change of use, physical alteration, change of ownership, or change of operation?

6) What changes will there be in the social, economic and physical composition of the surrounding neighbourhoods as a result of the developments in B.C. Place?

7) What services, programs, special measures and policy actions may be available and/or required to assist displaced tenants in relocation?

8) How could the "Off-site Housing Fund" proposed by B.C. Place which is intended to substitute for the on-site non-market housing be utilized to provide affordable housing to those who are either displaced or most in need?

9) What changes and amendments to the existing legislation, such as the Residential Tenancy Act, might be needed to give additional protection to those residents who are under threats of displacement?

10) How could disruption to the social fabric of these neighbourhoods be minimized considering the level and nature of development activities related to B.C. Place?

2. TRANSPORTATION

Definition: The term transportation includes all m odes of access, notably traffic volumes and parking, transit, pedestrians and water access.

A. PURPOSE OF THE STUDY

In the course of the numerous studies listed below, technical answers have been found to all major questions surrounding B.C. Place and Amphitheatre access. Therefore, this 'study' is more accurately described as a synopsis. This synopsis would deal with off-sites impacts, for which potentially-affected neighbourhoods may include the West End, Downtown-Eastside, Strathcona, Grandview-Woodland, False Creek South, Fairview and Kitsilano and any other neighbourhoods where transportation impacts would be perceptible. Should the preparation of the synopsis uncover impacts which were not adequately analyzed, further work will be carried out.

The purposes of the impact synopsis statement are as follows:

(a) to summarize the broad range of information, studies, and other material already available concerning transportation for B.C. Place.

(b) to present this information in a concise manner that is readily understood, with particular emphasis on the impacts on specific inner-City neighbourhoods.

(c) to outline potential alternatives and specific solutions to reduce impacts, where appropriate.

B. STUDIES ALREADY UNDERTAKEN

Numerous studies of B.C. Place transportation have already been prepared. These include locational studies for the Amphitheatre, consultant access studies prepared by Civic staff. Following is a summary of these:

1) Report of the Technical Advisors Group to the Downtown Stadium Committee (August 1979)

2) Stadium North Side of False Creek - Robertson, Kolbeins, Teevan and Gallaher Ltd., for Mayor of Vancouver (August 1979)

3) Transportation - Impact of Downtown Stadium - G.D. Hamilton and Associates Ltd. for Marathon Realty (October 1979)

4) Transit Implications of Stadium Site Selection - B.C. Hydro Transit Planning and Evaluation Department (October 1979)

5) Lower Mainland Stadium Transportation Evaluation - John Oliver, Westshore Pacific Development, for the Stadium Commissioner (December 1979)

6) Transpo '86 and B.C. Place Amphitheatre Access Study - City of Vancouver (March 1980)

7) B.C. Place Transportation Investigations - Z. Kuun and Associates for B.C. Place (January 1981)

8) Amphitheatre Transit Access Study - DelCan for B.C. Place (January 1981)

9) B.C. Place - Amphitheatre - City of Vancouver (May 1981)

10) Transit Facilities Access to Amphitheatre Study - Willis, Cunliffe, Tait/Delcan for B.C. Place (July 1981)

11) B.C. Place Transportation Alternatives - City of Vancouver (November 1981)

12) B.C. Place Roadway Alternatives - Summary Report, Technical Report, and Appendices - City of Vancouver (January 1982)

13) Stadium Event Coordinating Committee - Ongoing

14) Park-and-Ride Planning and Design Task Force - ongoing-report expected shortly

15) Traffic Management System Plan - ongoing.

C. CURRENT STATUS

In the course of the numerous studies listed above, technical answers have been found to all major questions surrounding B.C. Place and Amphitheatre access. As a result of this work, Council imposed a number of conditions upon B.C. Place, including agreement on roadway design, scheduling of events, park and ride, stadium parking, etc. These have now all been essentially complied with ... detailed work is proceeding on event scheduling, park and ride, and traffic management, as noted above.

However, at public meetings, there continue to be numerous questions about access, neighbourhood impact, etc. While answers to all these questions can be found in the impact studies, the sheer number and technical contents of these studies make it difficult for most concerned citizens to find the answers.

D. QUESTIONS

At this stage, it may be appropriate for the material to be pulled together and condensed into a single transportation impact synopsis report, in a form more readily related to specific neighbourhoods. Questions to be answered in this format would include the following:

1) How will access to the stadium be obtained for major events, and how often will these occur?

2) How will access to the stadium be obtained for smaller events, and how often will these occur?

3) What will be the areas in which stadium goers will park?

4) What transit services will be available?

5) What will be the magnitude of B.C. Place traffic impacts in comparison to existing and normal growth traffic impacts?

6) How will B.C. Place traffic affect individual neighbourhoods? With specific reference to stadium events, what would the impacts on individual neighbourhoods be for an evening event with a capacity crowd, for a small crowd? What would happen if an event starting time coincided with the rush hour?

7) What new facilities will be required to serve B.C. Place and other downtown growth?

8) How will construction of these facilities be staged, and what interim impacts will this generate?

E. SCOPE OF SYNOPSIS

By combining existing available material and supplying new analysis where required, the synopsis must include the following elements:

a) a statement of broadly-accepted assumptions. For example, completion of the Amphitheatre must be assumed. Other assumptions will include anticipated changes in the central area, as well as policy initiatives such as emphasis on transit services.

b) a statement of existing conditions. Baseline conditions in transportation, of course, are well documented. There is ample evidence that the impact study can draw upon to give travel volumes, transit characteristics, noise and safety impacts, etc. This information can be obtained directly from Civic staff and other sources.

c) anticipated changes. In many respects, the transportation system is committed to change, and this must also be accepted as an extension of the baseline conditions over the time frame of B.C. Place development. For example, the region is committed to improvements in transit usage and infrastructure, of which the ALRT line under construction represents but one example. Growth of employment in the downtown core is a second factor that must be acknowledged in the analysis of 'baseline' conditions.

d) an evaluation of impacts and their significance. For the most part, this material is available in the previous studies. This study will be expected to condense the available information into a cohesive format. Data will have to be updated to suit current B.C. Place proposals, and to deal with staging issues. It is essential that the significance of impacts be expressed in a manner that is readily understood at a neighbourhood level. Impacts must be discussed in non-technical language, and demonstrated on a neighbourhood by neighbourhood basis.

e) identification of alternative measures to mitigate negative impacts. Potential measures have been discussed in various studies, as well as at the neighbourhood level. These may include new or modified transit services, new roadways, parking facilities and management, traffic management, event scheduling, etc. All of these and other possible measures must be identified along with their expected reduction of impacts and suitability for implementation.

f) a statement of unavoidable impact. To the extent that adverse impacts are identified and suitable mitigating measures cannot be found, then unavoidable impacts will result. These must be indicated in the report.

3. PUBLIC SERVICES/FACILITIES AND PARKS

A. PURPOSE OF THE STUDY

1) to examine the total service need for public services/facilities and publicly-dedicated parkland associated with the numbers and types of intended residents, workers and visitors in B .C.Place.

2) to determine the off-site impact on existing public services/facilities and publicly-dedicated parkland if the needs are not met on-site.

B. STUDIES ALREADY UNDERTAKEN

1. B.C. Place Social and Community Facilities Study. B.C. Place, 1982.

2. Master Plan. Vancouver Board of Parks and Recreation, 1982.

3. British Columbia Place: Preliminary Open Space and Recreation Program and Urban Landscape Guidelines. The Elkos Group, July, 1981.

C. CURRENT STATUS

A comprehensive and accurate assessment of all public facilities and community services necessitated by the B.C. Place development will ensure that the infrastructure satisfied the needs of the residents, workers and visitors within the B.C. Place site. Furthermore, it is equally important to ascertain the degree, extent and content in which B.C. Place will affect the existing facilities and services designed for a specific clientele or population.

The Social and Community Facilities Study listed above was an attempt to address site specific requirements in relation to the range of development needs for B.C. Place. More detailed analysis of how existing facilities and programs will be affected by the B.C. Place developments and the proposed population mix will assist in identifying appropriate ameliorative measures and policy actions. Such information is also crucial to the various government agencies responsible for the provision and administration of many services and programs.

Currently, most of the existing park and recreational facilities situated in the adjacent neighbourhoods are operating at capacity. The impact assessment should therefore focus on the additional demand placed on existing facilities and to what extent demand exceeds service capacity.

D. QUESTIONS

1) What facilities, programs and services, listed below, are presently available in the areas surrounding B.C.Place, and what is their efficiency and capacity relative to the existing and projected population of these neighbourhoods?

   - health care services
   - day care services
   - protective services (fire, police)
   - school facilities
   - libraries
   - public parks
   - access to the water
   - recreation facilities
   - cultural facilities
   - human resource services
   - other community facilities and services

2) Will B.C. Place generate demand for other services which are either not available or necessitate increased services from municipal and provincial government programs?

3) Will the proposed social and age mix (under various development scenarios) in B.C. Place worsen or ameliorate the existing social problems in the downtown communities, and in what ways?

4) What are the effects of B.C. Place's proposed development on recreation service levels in surrounding neighbourhoods?

5) What demand for additional public parks and recreation services will be generated by B.C. Place and how will these demands be satisfied both within B.C. Place and off-site?

6) How could the facilities, services and programs be provided or administered to ensure that the residents, workers and visitors will be adequately served and without overloading other existing infrastructure outside of B.C. Place.

7) What financial and administrative arrangements are required between B.C. Place, the City including School and Park Boards and other government agencies respecting provision of the facilities, services and programs that will satisfy the demands and expectations of present and future populations?

8) What are some of the opportunities available within B.C. Place in relation to the range and diversity of services and facilities, to be created that will meet both local demands and broad City objectives?

9) What services and facilities must be provided in conjunction with the first phase of the development plan, particularly for seniors?

10) How much additional parkland and recreation facilities space is required in surrounding neighbourhoods to satisfy the needs of B.C. Place in its various stages of development?

4. COMMERCIAL (OFFICE, HOTEL, RETAIL)

A. PURPOSE OF THE STUDY

1) to examine the function to be played by new office growth in B.C. Place in relation to the downtown, the core area of the city, and the region, and to determine the qualitative and quantitative effects of this growth on office development in other locations in the city and region.

2) to examine the nature and extent of changes anticipated to occur hotel and retail development activity in the downtown, the core area, the city and possibly the region, as a result of the B.C. Place development, and to determine how existing and potential hotel and retail development will be affected in terms of amount and rate of growth, function, location and market characteristics.

B. STUDIES ALREADY UNDERTAKEN

1. B.C. Place Development Concept. Cumberland Realty, December 1980.
2. Robson Street Revitalization. Urbanics, 1979.
3. Real Estate Trends, 1981. Real Estate Board, 1981.
4. Greening Downtown: An Urban Design Study of the Georgia/Robson Corridor. Baird/Sampson Assoc. and Architects, June 1982.
5. Downtown South. Cunningham du Toit, May 1982.
6. Coreplan Background Reports. Planning Department. 1981 and 1982.

C. CURRENT STATUS

The studies conducted to date focus on a demand analysis to determine the basis for the office, hotel and retail components of the B.C. Place development program. No examination has been made of the individual or collective impacts of these commercial uses on the present and potential office, hotel and retail activity in the surrounding areas.

D. QUESTIONS

OFFICE

1) What are projections for absorption levels for office in Vancouver over the next 10 years?

2) What factors might influence the rate of absorption (market factors, innovations in telecommunications, ALRT, etc)?

3) (related to 2) What factors might significantly alter the City's 'share' of the region's office development and absorption over the next decade (can we identify certain "trigger mechanisms"; e.g. CBD-RTC rent differentials, etc.)?

4) What kind of tenants would the B.C. Place office core likely attract?

(e.g., corporate head office; business support services; clerical/ computer operations; senior government offices; crown corporations; etc.)

5) Which office districts would likely be in the most direct competition with B.C. Place for tenants? Are there indirect effects on districts which are not in direct competition?

6) What competitive advantages might B.C. Place have over existing/ potential 'rivals' for tenants? What are the major advantages?

7) In what ways will office development at B.C. Place affect on the character/function of adjacent urban areas?

8) What are the salient factors in assessing the costs and benefits of promoting a 'multi-nucleated' CBD for Vancouver?

9) What are the implications of B.C. Place office development on eastern end of Georgia (linking 'Stadium site' w/CBD)?

10) How does B.C. Place office development relate to the City's evolving economic base?

HOTEL

11) What is the existing hotel demand in downtown, other adjacent areas and the city in general?

12) How would this hotel demand be expected to change had B.C. Place not taken place?

13) How is present hotel development responding to existing trends?

14) What are the characteristics of the market to be generated by B.C. Place, in terms of quality, type of accommodation and location?

15) How much of this new hotel demand is expected to be met by on-site development? How much by off-site development?

16) Will on-site hotels take a share of the market that would have otherwise gone to off-site hotels? What factors play a role in this? (location, other amenities, etc.)..

17) How will changes in property values in the surrounding areas affect hotel development?

18) How will hotel development phasing relate to

- stadium opening and subsequent events
- Expo
- construction of other amenities and facilities

RETAIL

19) What is the existing profile of retail activity in areas adjacent to B.C. Place?

20) What changes, trends have been occurring in the vicinity of the B.C. Place site? (displacement, changes in function, etc.)?

21) What are the present trends of retail growth in the downtown? (location, functions) in the city?

22) How will B.C. Place development alter this trend, will it complement or compete with potential growth elsewhere?

23) How will phasing of the development affect off-site retail activity? (potential and existing)

24) Will retail activity on a city-wide or regional basis be affected by the development of B.C. Place? To what extent?

25) How will changes in property values in the surrounding areas affect retail activity?

26) What are the characteristics of the market that will be generated by B.C. Place?

27) How will the present structure of retail activity in the downtown and other adjacent areas be modified by new development?

5. FISCAL IMPACT ON THE CITY

A. PURPOSE OF THE STUDY

1) to determine the direct net fiscal costs to the City of the development of the B.C. Place site.

B. STUDIES ALREADY UNDERTAKEN

- staff in Engineering Department can provide information on service design loads
- a concurrent study of public facility and community service impacts should be undertaken

C. CURRENT STATUS

While there have been extensive negotiations on the cost of servicing the area and a cost sharing has been developed which roughly reflects direct benefits being paid for by B.C. Place and City wide benefits being paid by the City, there has been no comprehensive study of the impact the development will have on the finances of the City or the economy of the City and Province in the broader sense.

D. QUESTIONS TO BE ANSWERED

1) What are the direct capital costs of the B.C. Place development which will be borne by the City gather than B.C. Place?

2) What are the costs of extra ongoing public services will now be allocated to service to the B.C. Place development?

3) What portion of currently provided services will now be allocated to service to the B.C. Place development?

4) What property taxes will be paid to the City by the B.C. Place development?

5) What is the net fiscal cost/benefit of the B.C. Place development?

6) Are there areas where further cost sharing arrangements between B.C. Place and the City should be considered?

6. ENVIRONMENTAL IMPACT ASSESSMENT

A. Purpose of the Study

This study should identify and assess significant changes in the physical environment as a result of the development of B.C. Place. Major environmental contaminants which B.C. Place may affect should be identified, and present and projected future levels established. Impacts of B.C. Place should be measured against both present and future levels. Impacts on adjacent residential and commercial environments should be assessed, and where these impacts are judged important, possible mitigation measures should be considered.

In addition, B.C. Place should specify the range of public water related activities and marine life they believe should occur in False Creek. Specific items which should be considered are:

a) noise impacts of Amphitheatre activity;
b) noise and air pollution impacts of traffic generated by B.C. Place;
c) discharge of storm water and other contaminants to False Creek;
d) impact of changes to shoreline and dredging, directly on water pollution levels and on flushing action in False Creek;
e) the water quality standards which need to be maintained in False Creek;
f) the set of remedial measures required to control water pollution and meet water quality standards.

B. Studies to Date

- B.C. Place False Creek Water Study
- City of Vancouver Engineering and Health Department studies on air and water quality in False Creek area
- Noise studies from False Creek south shore

C. Current Status

Most of the information available is not specific to B.C. Place proposals, but good baseline data is available for the B.C. Place site and False Creek. B.C. Place has commissioned a study of the False Creek waterbody specifically in relation to its development.

D. Questions

1. What environmental standards should be established for B.C. Place and the adjoining environment?

2. What environmental contaminants/conditions could B.C. Place affect significantly?

3. What are the present contaminant levels/conditions?

4. How would contaminant levels/conditions be expected to change over 50 years without B.C. Place?

5. What would be the specific impact of B.C. Place?

6. Which environmental contaminants/conditions will be sufficiently affected by B.C. Place to warrant concern?

7. What mitigating measures are possible in order to meet standards?